

# **SOUTHWEST REDEVELOPMENT PROJECT AREA**

## **Five Year Implementation Plan for Years 2000 - 2004**

### **INTRODUCTION**

The second Five Year Implementation Plan for the Southwest Redevelopment Project Area has been prepared to meet the requirements of California Health and Safety Code Section 33490. This statute requires Agencies to prepare and adopt "implementation plans" every five years (the first implementation plan was prepared for the period from January 1, 1995 to December 31, 1999) that contain, among other things, the following:

- + Goals and objectives
- + Planned projects and expenditures
- + Explanation of nexus between Agency activities and the elimination of blight
- + Explanation of nexus between Agency activities and meeting State housing requirements

The implementation plan is intended to be a flexible policy document to guide Agency activities over the next five years (2000 through 2004), and is not intended to represent a limitation on Agency activities. The programs/projects included in the Implementation Plan are those priority programs anticipated to be implemented during the next five years. However, they are not all of the programs/projects necessary to eliminate blight in the project area.

### **BACKGROUND**

The Southwest Redevelopment Project Area is located in the southwestern corner of the City and comprises approximately 1,050 acres of commercial and industrial properties generally located along Interstate 5 (I-5), Broadway Avenue, south Third Avenue, and the Main Street corridors. The Southwest Project Area ("Project Area") was adopted on November 13, 1990, by Redevelopment Agency Resolution #1132 and City Council Ordinance #2420. The Redevelopment Plan ("Plan") for the Project Area is based upon the Preliminary Plan formulated and adopted by the Chula Vista Planning Commission on May 23, 1990, and by the Chula Vista Redevelopment Agency on June 14, 1990. The Project Area was created in order to 1) eliminate conditions of blight which negatively impact industrial and commercial development and 2) to implement the Montgomery Specific Plan ("MSP").

#### **PLAN LIMITS**

Financial limitations have been established as follows:

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| Annual tax increment revenue limit of \$15.0 million adjusted annually pursuant to the Consumer Price Index (CPI) for San Diego County. This annual revenue limit excludes 1) payments to taxing agencies pursuant to Section 33401 of the Redevelopment Law and Section 510 of the Plan, and 2) any funds required by Section 33334.2 of the Redevelopment Law and Section 534 of the Southwest Redevelopment Plan to be deposited by the Agency in a Low and Moderate Income Housing Fund. The current 1999 annual tax increment limit is \$18.6 Million.

| Bonded indebtedness limit of \$150.0 million outstanding at any one time, adjusted annually pursuant to the CPI for San Diego County. The current 1999 bonded indebtedness limit is \$186.1 million.

Time limitations on the effectiveness of the Redevelopment Plan were originally established as follows:

- | Thirty (30) years, or to 2020, to incur debt.
- | Forty (40) years, or to 2030, for duration of plan.
- | No limitation on the receipt of tax increment revenue.

Subsequent to the adoption of the Plan, mandatory plan authority time limits were established by the adoption of "AB 1290" [HSC Section 33333.6 (a)] by the California State Legislature. As a result, the Plan required:

- | Amendment to reduce the time limitation to incur debt from 30 years to 20 years; and
- | An amendment to establish a fifty (50) year limitation, to 2040, for the receipt of tax increment revenue.

These amendments to the Plan were adopted by City Council ordinance on November 2, 1994.

Eminent domain authority limits were established as follows:

- | Except with the consent of the owner, residential dwelling units shall not be acquired through the use of eminent domain when the dwelling units are being used for such purposes within land use designations or zoning classifications designated for such purposes under the adopted Specific and General Plans of the City of Chula Vista, or as hereinafter amended.
- | As otherwise may be provided by law, no eminent domain proceeding to acquire property with the Project shall be commenced after twelve (12) years

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following the adoption of the ordinance approving and adopting the Plan. This time limitation may be extended by amendment of the Plan.

#### **MONTGOMERY SPECIFIC PLAN GOALS**

The Project Area encompasses a significant portion of the non-residential portion of the "Montgomery" community which was annexed from the County of San Diego in December 1985. Prior to incorporation, this area had been subject to years of governmental neglect and lower development standards than nearby properties located within the Chula Vista city limits. This was primarily due to the practice of the County General Plan to be administered from a "regional" perspective in lieu of a more local and specific "community" perspective. Throughout 1988, "parts" of the MSP were adopted by the City Council in order to help facilitate the transition from San Diego County authority to the City of Chula Vista authority. Prior to the adoption of the MSP, (and to a much lesser degree after adoption), implementation of the City's General Plan has primarily consisted of administration of the County Zoning Plan, subdivision ordinances and general development design criteria.

The Project Area was established to, among many other things, implement the MSP. The MSP is obviously more detailed than the General Plan, but also included several significant "Study Areas" which require additional planning in the future. The planning of these "Study Areas" ("Faivre Street" and "West Fairfield") represent a project goal over the next five years. By virtue of the interrelated nature of the MSP and the Redevelopment Plan, the proposed goals, objectives, programs and projects will help further the goals of the MSP.

### **BLIGHTING CONDITIONS**

#### **PRE-PLAN CONDITIONS**

As provided in the Ordinance and the MSP, the conditions of blight include but are not limited to the following:

- + Inadequate public improvements, public facilities, open space, storm water drainage facilities, and utilities.
- + Subdivision and sale of lots of irregular form and shape. Many of the lots are of an inadequate size and lack sufficient access thereto or lack of off-street parking to permit proper usefulness and marketability.
- + Lack of adequate community facilities.
- + Deteriorated or dilapidated commercial, industrial, and residential buildings.

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- + Mixed commercial and residential land uses which are defective in design and/or physical character.
- + Visual blight characterized by, among other things, an abundance of outdoor storage and open yard/compound uses, junk yards and other marginal type businesses.
- + Insufficient or incomplete local planning characterized by several "Special Study" areas that have not been converted from County to City land use and zoning designations.

### **PROGRESS MADE TO ELIMINATE CONDITIONS**

Elimination of blighting influences in the project area has been made difficult by several factors, including a lack of financial resources and the five year California economic recession during the early and mid-1990s. This is not to suggest, however, that the Agency has not been active during the past eight years of the project. The following provides a general list of Agency activities since January 1991.

- + Successful completion of the "Palomar Trolley Center" commercial redevelopment project which included the negotiation and adoption of Disposition and Development Agreements, consolidation and rezoning of irregular lots, acquisition of private properties, and providing financial assistance for the project. The "Trolley Center" represented a significant positive Agency action to eliminate blighting influences in and around the project site such as: 1) incompatible land uses, 2) unmarketable properties, 3) inadequate roadway access, and 4) under-utilized marginally productive land.
- + Successful acquisition and relocation of two automobile dealerships (which were struggling financially in inferior facilities and destined to leave the City), to new locations in the Redevelopment Agency-assisted Chula Vista Auto Park project in the Otay Valley Road Redevelopment Project Area.
- + Successful completion and execution of five (5) property tax sharing agreements with the following affected taxing districts: 1) County of San Diego, 2) Chula Vista Elementary School District, 3) Southwestern Community College District, 4) County Office of Education, and 4) Sweetwater Union High School District.
- + Prepared and adopted the Economic Feasibility, Zoning and Land Use Study for portions of the Southwest Project Area. The "Study Areas" include the Main Street and South Third Avenue corridors. The purpose of the study was to analyze the Project Areas and recommend strategies for the implementation of the redevelopment effort. The study update was completed and adopted in 1999. Some of the strategies recommended by the study update are incorporated in this Plan as projects to be implemented.

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- + Completion of the widening and reconstruction of the Main Street segment between Industrial Boulevard and Broadway.
- + Preliminary planning of the Otay Valley Regional Park, a portion of which is to interface and provide a southern boundary of the Project Area.
- + Facilitated the planning and development of the following public facilities in and around the Project Area:
  - | The South Chula Vista Public Library at Orange Avenue and Fourth Avenue
  - | The Otay Recreation Center at Main Street and Albany Avenue
  - | Animal Care Facility at Beyer Way and Fourth Avenue
- + Facilitated the development of the 77,000 square foot building for the County Family Resource Center and the MTDB site at the west end of Oxford Street.
- + Disposition and development of the Agency-owned property at 753 Broadway with a landmark building for Humphrey Mortuary.
- + Disposition of Agency-owned site and remodeling of buildings at 801 Broadway.
- + Facilitated the redevelopment of a variety of private commercial and industrial sites with the following projects:
  - | Construction of 3,000 square foot restaurant at Third Avenue and Palomar Street
  - | Remodeling and expansion of service station at Broadway and L Street
  - | Construction of a 17,000 square foot showroom/warehouse building at 1150 Bay Boulevard
  - | Construction of a 3,000 square foot wholesale warehouse building at 3855 Main Street
  - | Construction of a 7,000 square foot commercial building at 1396 Third Avenue
  - | Construction of a 2,000 square foot commercial building at 1059 Broadway
  - | Approval of building and site improvement plans for site at 690 L Street
  - | Approval of building and street improvement plans for site at 1480 Frontage Road
  - | Construction of the 18-unit Trolley Terrace Townhomes at 750 Ada Street
  - | Construction of the 11-unit Trolley Trestle transitional housing project at Ada Street and Industrial Boulevard

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### **EXISTING BLIGHT CONDITIONS**

Although significant progress has been made, on an incremental basis, by Agency action to remove blight from the Project Area during the past nine years, blighting influences still exist and continue to be a challenge.

Specifically, the same issues related to inadequate infrastructure, community facilities, non-marketable properties, deteriorated buildings, visual and economic blight still readily exist. As will be presented in Section IV, this Implementation Plan sets forth preliminary programs and projects that will have a positive effect on reducing the existing blighting influences and stopping the spread of additional blight in the Project Area.

## **SPECIFIC GOALS AND OBJECTIVES FOR THE PROJECT AREA**

### **REDEVELOPMENT GOALS AND OBJECTIVES**

The Plan and Ordinance collectively identify the following Redevelopment purposes and goals, among others:

- + The development of property with coordinated land uses consistent with the goals, policies objectives, standards, guidelines, and requirements as set forth in the City's adopted General Plan.
- + Elimination and prevention of the spread of blight, and to conserve, rehabilitate, and redevelop the project area in accordance with the Redevelopment Plan and future Annual Work Programs.
- + Elimination of environmental deficiencies including inadequate street improvements, utility systems, public services; and the potential social, physical, and environmental characteristics of blight.
- + Beautification activities to eliminate all forms of blight, including but not limited to visual blight, in order to encourage community identity.
- + Improving the general economic climate and condition through the stimulation of private sector investment in the full development of the Project Area.
- + When necessary, the acquisition, assemblage, and/or disposition of sites of usable and marketable sizes and shapes for commercial, industrial, recreational, and public facility development.
- + Encouragement of tourism, including the development of high quality hotels, motels, restaurants and meeting facilities.
- + Provision for the enhancement and renovation of businesses within the Project Area to promote their economic viability.

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- + Provision of needed improvements to the community's education, cultural, residential and other community facilities to better serve the Project Area.
- + Promotion of public improvement facilities which are sensitive to the unique environmental qualities of the Project Area.
- + Removal of impediments to land assembly and development through acquisition and re-parcelization of land into reasonably sized and shaped parcels served by an improved street system and improved public facilities.
- + Alleviation of certain environmental deficiencies including substandard vehicular and pedestrian circulation systems, insufficient off-street parking and other similar public improvements.
- + Encouragement of cooperation and participation of property and business owners in the revitalization of the Project.

Additionally, the Plan identifies the following proposed Agency redevelopment actions:

- + The acquisition, installation, construction, reconstruction, redesign, or reuse of streets, utilities, traffic control devices, flood control facilities and other public improvements.
- + The rehabilitation, remodeling, demolition or removal of buildings, structures and improvements.
- + Providing the opportunity for participation by owners and tenants and the extension of preferences to occupants desiring to remain or relocate within the redeveloped Project.
- + The development or redevelopment of land by private enterprise or public agencies for purposes and uses consistent with the objectives of the Plan.
- + The acquisition of real property by purchase, gift, devise or any other lawful means, or, where it is deemed necessary, by exercising the power of eminent domain as permitted by Section 503 of the Plan.
- + The combining of parcels, properties, site preparation, and construction of necessary off-site improvements.
- + Assisting in providing financing for the construction of commercial and industrial buildings to increase the property tax valuation of the Project.
- + The disposition of property including the lease or sale of land at the value determined by the Agency for reuse in accordance with the Plan.
- + The closure or vacation of certain streets and the dedication of other areas for public purposes.

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### **REDEVELOPMENT PROGRAMS/PROJECTS AND EXPENDITURES - 5 YEAR PLAN**

#### **REDEVELOPMENT EXPENDITURES**

The preliminary list of Redevelopment programs and projects provided below represent a list of staff identified actions that, if implemented, will have a direct positive effect on the elimination of blighting influences in the Project. Inasmuch as the proposed programs need to be evaluated during the course of annual budgetary approval actions, the proposed expenditures have not been fully determined, and in most instances, will be a function of available redevelopment funding. The annual budget approval process will be the framework within which staff proposed programs will be evaluated and "compete" for funding approval by the Redevelopment Agency Board.

Therefore, the costs provided below are **preliminary estimates** of general Agency "operations" costs such as staff time, outside consultants and attorneys, and small expenditures such as planning studies, financial feasibility studies, and environmental assessments etc. The cost estimates do not include any funds that may be used to "assist" or "participate" financially in the project, or funds that may be used to initiate the proposed "loan" programs. Funding for the "Main Street Reconstruction" project (# STM 332) is to be used from TRANSNET and STP funds.

#### **REDEVELOPMENT PROGRAMS AND PROJECTS**

1. Implement select recommendations from the Southwest Study as approved by the Agency Board and as is reasonably achievable given the financial constraints of the Project Area.



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2. Encourage redevelopment of the "Nelson/Sloan" and "Fenton" properties in coordination with Otay Valley Regional Park planning.

PROJECTED AGENCY COST	\$100,000
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3. Establish a business retention/relocation program that could be designed to facilitate the expansion and relocation, if necessary, of desirable existing businesses that otherwise may be forced to leave the City in order to economically afford an expansion.

PROJECTED AGENCY COST	\$50,000
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4. Establish an industrial/commercial property rehabilitation loan and/or grant program to provide financial incentives to improve the physical integrity and appearance of buildings in the Project Area.

PROJECTED AGENCY COST	\$100,000
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5. Plan and implement the installation of two monument signs to identify the entrance to the Main Street industrial business district.

PROJECTED AGENCY COST	\$50,000
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6. Initiate and complete, as is financially achievable, the final City planning designations (General Plan and Zoning) for the "West Fairfield" and "Faivre Street" Study Areas to complete the planning transition from County to City authority.

PROJECTED AGENCY COST	\$150,000
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7. Complete the implementation of the "Main Street Pavement Rehabilitation" project from Broadway to Interstate 805. Funds for this project are from TRANSNET (the 1987 Proposition A's ½ cent Sales Tax) and the STP (Surface Transportation Program).

PROJECTED AGENCY COST	\$0
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8. Actively participate and encourage the planning, including planning the specific boundaries, of the portion of the Otay Valley Regional Park that interfaces with the Project Area to include active, multi-use recreational activity uses where feasible.

PROJECTED AGENCY COST	\$100,000
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The total projected costs to the Redevelopment Agency for redevelopment programs and reports would be \$550,000.

## **How GOALS, OBJECTIVES, PROGRAMS AND EXPENDITURES WILL ELIMINATE BLIGHT**

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Each of the above described programs and related expenditures will further the stated goals of the Plan to reduce existing blighting influences and prevent the continual spread of blight in the Project Area. Table 1 is a matrix which identifies how each of the eight (8) general programs and projects positively effect each of the seven (7) general blighting conditions that currently exist in the Project Area.

### **GOALS AND OBJECTIVES - HOUSING**

California's Community Redevelopment Law requires that not less than 20% of all tax increment generated by the Project shall be used for the purpose of increasing or improving the community's supply of very low, low, and moderate income housing. The law requires that at least 15% of all new or rehabilitated dwelling units developed with housing assistance by entities other than the Agency in a Redevelopment Project Area be affordable to low and moderate income households, of which 40% must be for, and occupied by, very low income households. Additionally, affordable dwelling units shall remain affordable for the longest feasible time (usually 55 years) but no less than the period of land use controls established in the Project plan (40 years).

Attached is the required Housing Implementation Plan which addresses the key requirements of "AB 1290". The Housing Plan is comprehensive and incorporates relative housing programs and expenditures for each of the Agency's five project areas. As the Housing Plan indicates, the City's housing programs and expenditures are comprehensive, aggressive and directly increase and improve the supply of low- and moderate-income housing units.

#### **HOUSING GOALS AND OBJECTIVES**

The Plan identifies the following housing goals, among others:

- + Encouragement of cooperation and participation of residents in the revitalization of the Project.
- + Establishment of a program which promotes the rehabilitation of the existing housing stock.
- + Provision of low and moderate income housing as required to satisfy the needs of various age and income groups of the community, maximizing the opportunity for individual choice, and meeting the requirements of State law.
- + Encouragement of the establishment and maintenance of "balanced neighborhoods" characterized by a planned diversity in building sites, density, housing, and land use.

Additionally, the Plan identifies the following housing actions:

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- + The rehabilitation, development or construction of affordable housing in compliance with State law.
- + Providing the opportunity for participation by owners and tenants and the extension of preferences to occupants desiring to remain or relocate within the redeveloped Project.
- + Providing relocation assistance to displaced residential and non-residential occupants.
- + Assisting in providing financing for the construction of residential units to increase the residential property tax valuation of the Project.
- + Provide for the retention of controls, and the establishment of restrictions or covenants running with the land, so that property will continue to be used in accordance with the Plan.
- + The acquisition and disposition of property for the purpose of providing relocation housing, as may be required, to implement the objectives of the Plan.

#### **HOUSING ACTIVITIES**

As provided in more detail in the Housing Implementation Plan, it is estimated that no (zero) housing units will be displaced over the next five years as part of redevelopment activities in the Project Area. Additionally, no housing development is currently planned to be developed over the same period. Nevertheless, should the need arise, replacement housing sites may be located in the "Woodlawn Park", "Broderick's Otay Acres", and southwestern "Dorothy Street" communities. Finally, it is estimated that an annual production of approximately 80 housing units are estimated to be developed and/or "assisted" in some manner throughout the City over the next five years. Therefore, it is reasonable to anticipate that some portion (although undetermined) of the total production of 400 units will be located within the Project Area.

#### **CONCLUSION**

Adoption of this Five Year Implementation Plan shall not constitute an approval of any specific program, project or expenditure and does not change the need to obtain any required approval of a specific program, project or expenditure from the Agency or community. The projects described in the Implementation Plan are examples of undertakings which will meet the goals and objectives of the Redevelopment Project. Other projects which meet program requirements may also be pursued by the Agency.

This is the 2000 - 2004 Implementation Plan for the Southwest Redevelopment Project. This plan will be reviewed by the Agency at least once within the five year term of the

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Plan, and will take place at a public hearing no earlier than two years and no later than three years after adoption of this initial Implementation Plan. The Agency will hold a requisite public hearing and adopt a new Implementation Plan every five years from the date of adoption of the Initial Plan. The Implementation Plan may be amended by the Agency at any time following a noticed public hearing.

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**TABLE 1**  
**SUMMARY OF REDEVELOPMENT PROGRAM INFLUENCE ON BLIGHT**

The following chart indicates the blighting conditions identified in the Southwest Redevelopment Project Area that will be affected by the proposed Redevelopment Programs.

SOUTHWEST REDEVELOPMENT PROGRAMS	IDENTIFIED BLIGHTING CONDITIONS						
	INADEQUATE INFRASTRUCTURE	NON-MARKETABLE PROPERTIES	INADEQUATE COMMUNITY FACILITIES	DETERIORATED STRUCTURES	INCOMPATIBLE MIXED-USES	VISUAL BLIGHT	INSUFFICIENT PARKING
Implement the Southwest Study		★			★		★
Encourage Redevelopment of Fenton and Nelson/Sloan properties	★	★	★	★	★	★	★
Establish Business Expansion/Retention	★			★		★	
Establish Building Rehabilitation	★			★		★	
Complete Local Planning of Special Study Areas		★			★	★	★
Complete Main Street Pavement Rehabilitation	★	★				★	
Monument Signs	★	★				★	★
Otay Valley Regional Park Planning	★	★	●		★	★	★

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**TABLE 2**  
**PROJECT AREA PROFILE**

<b>LAND AREA:</b>	Approximately 1,050 acres
<b>BOUNDARY:</b>	<p>The boundaries of the Project Area comprise a large territory which contains the most blighted commercial and industrial areas. The boundaries follow a very selective path and therefore are very irregular. The Southwest Project Area includes:</p> <ul style="list-style-type: none"><li>, most properties along Main Street from Industrial Boulevard to Melrose Avenue</li><li>, most properties along Third Avenue between Main Street and Naples Street</li><li>, some properties along Palomar Street between Broadway and Bay Boulevard</li><li>, most properties along the north side of Anita Street between Industrial Boulevard and Interstate 5</li><li>, all properties in the West Fairfield area located west of Interstate 5 between Palomar Street and Anita Street</li><li>, the properties on the west side of Bay Boulevard between Palomar Street and L Street</li><li>, most properties in the block bounded by Industrial Boulevard, L Street, Broadway, and Arizona Street</li><li>, most properties along Broadway between Naples Street and J Street</li></ul>
<b>LAND USE:</b>	<p>The Project Area consists primarily of light industrial and retail commercial uses. The light industrial uses are located along Main Street, the West Fairfield area, and the L Street area. The retail commercial areas are located along the Third Avenue, Broadway, and Palomar Street segments. Several residential enclaves are dispersed throughout the Project Area. They are located on Del Mar Avenue east of Third Avenue, the Broderick's Otay Acres area south of Main Street and east of Mace Street, the Woodlawn Park area on the north side of Main Street and west of Melrose Avenue, the Jacqua Street area, the West Fairfield area, and the Walnut Street area. The Southwest Project Area is characterized by a mixture of these uses which results in situations of incompatibility and blight</p>

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<b>DATE ADOPTED:</b>	The Plan for the Southwest Redevelopment Project Area was adopted on November 13, 1990 by Redevelopment Agency Resolution #1132 and City Council Ordinance #2420. The Plan was amended in August 1991 to add ten acres of property.
<b>PLAN TERM LIMIT:</b>	40 years (expiration date: 2030)
<b>EMINENT DOMAIN LIMIT:</b>	The use of eminent domain ends in 2002, but may be extended for 12 additional years. Eminent domain may not be used to acquire residentially-zoned dwelling units, unless the owner consents
<b>TAX INCREMENT LIMIT:</b>	\$15 million, to be adjusted annually based on the Consumer Price Index since 1990. The adjusted limit for 1999 is \$18.6* million.
<b>BONDED INDEBTEDNESS:</b>	\$150 million, to be adjusted annually based on the Consumer Price Index since 1990. The adjusted limit for 1999 is \$186.1* million
<b>CURRENT TAX INCREMENT:</b>	\$232,609* net of the housing set-aside and pass-thru agreement

**\*Based on Rosenow/Spvacek Group Southwest Study 1999 Update**